

International migration

Data collection from administrative data sources

Methodology for collecting data on international migration

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Introduction

In the 1990s after the collapse of the Soviet population registration system and under the conditions where the building up of the new system was slow and its results unsatisfactory from the viewpoint of the coverage of the population, the migration statistics have become less available and the quality of available data doubtful in Estonia. Designing the population registration system took almost a decade and needs for statistics were not always considered important. During the recent year the Ministry of the Interior has done a lot of effort for developing the population registration system. From 2000, the Population Register is legally operational and the development in the field of population registration has been more significant since this time. Still, the system is not ready to supply all data needed in international migration statistics, particularly when following the forthcoming EU regulation on migration statistics. On the one hand the availability of data became to some extent more limited. Another problem is that the system has difficulties to cover properly all migration events, both international and internal migrations. As long as the data cover only a part of events it would be misleading to publish these data under the official migration statistics. Because of this the Statistical Office has not published migration data during several years.

This project has been initiated with the aim to investigate possibilities to receive better statistics on international migration when using and combining data collected by different administrative actions. The investigation includes procedures in registration of population and aliens, and collection of data by authorities responsible for processing of the documents of the registration of population. Discussion will be developed on the possibilities of producing statistics on the basis of these data.

The first part of the study presents the situation of the migration statistics within the last decade based on the concrete data. Thereafter the data sources that refer to the migration events will be identified and the purpose of their maintenance, legal background and procedures in data collection will be discussed. Investigation will be carried out on the administrative activities the result of which are the databases that are meant to cover to more or less extent all international immigrants or emigrants. The overview will present the information on personal and migration related characteristics recorded in these databases, on used concepts and definitions. An attempt will be made to find which definitions could be used and how much these will differ from the international recommendations.

This investigation issues from the understanding that for several reasons the only source for complete and regular collection of migration data is the administrative activity that registers all persons at their place of residence, migration events or other migration related events. For this reason, the project deals mainly with the data collection activities carried out by the Citizenship and Migration Board for processing residence permits documents and by the Ministry of the Interior for the updating the Population Register. Some information will also be given about the border data collection. The principles of maintaining registers and existing bilateral relations between registers and transmitting the data from one register to another will be analysed at the later stages of project. Concrete proposals on methods for deriving statistical data will be the final result of the project.

1. Assessment of international migration statistics

According to registration of the place of residence at municipalities, the level of mobility in Estonia dropped severely during the 1990s. It could be observed in both internal and international migration. We suppose, that the completeness of migration registration is largely responsible for this decrease. Abandonment of the previous population registration system in the course of the political and economical changes at the beginning of the 1990s could be responsible for a rapid turn to the large under-registration of migration events. At the same time, introducing of a new system of registration of migration events has not been successful that resulted in lack of reliable and systematic counting of Estonian population and its distribution during a decade.

The comparison of different data collections including the annual population estimates and the 2000 Census results, the migration data collected in Estonia with the same flows collected in the receiving or sending countries, comparing to the level of the migration based on registration and some survey data, etc. show clearly that registration of migration events did not cover fully the migrations in Estonia.

The next tables present comparison of Estonian data with the data from the selection of countries with which Estonia has the most significant migration flows. The fact that both emigration and immigration flows registered in Estonia are very much lower than the same flows registered in other countries give the base to the conclusion that the Estonian data are really under covered. Migration statistics are based on different administrative systems in countries and the statistics are compiled by using somewhat different definitions. Therefore the ratios (coverage factor) given in the Tables 1 and 2 do not aim to demonstrate the level of under coverage of the data in Estonia but to show the difference observed in the change of the same migration flows registered in Estonia and in other countries starting from the beginning of the 1990s.

Table 1. Emigration registered in selected countries of origin and immigration registered in Estonia

| | | Lithuania | Latvia | Sweden | Germany | Finland | Denmark | Belorussia | Russia | Total by countries | Coverage factor % |
|------|-----------------------------------|-----------|--------|--------|---------|---------|---------|------------|--------|--------------------|-------------------|
| 1991 | emigration from country of origin | 70 | 246 | 28 | 329 | 38 | 13 | 219 | 4 012 | 4 955 | 86.4 |
| | immigration in Estonia | 89 | 197 | 3 | 104 | 6 | - | 145 | 3 735 | 4 279 | |
| 1992 | emigration from country of origin | 49 | 212 | 28 | 329 | 130 | 64 | 113 | 2 601 | 3 526 | 82.5 |
| | immigration in Estonia | 38 | 157 | 27 | 52 | 29 | 1 | 121 | 2 484 | 2 909 | |
| 1993 | emigration from country of origin | 34 | 99 | 50 | 497 | 214 | 110 | 88 | 1 582 | 2 674 | 65.3 |
| | immigration in Estonia | 31 | 102 | 46 | 51 | 85 | 7 | 56 | 1 368 | 1 746 | |
| 1994 | emigration from country of origin | 6 | 54 | 50 | 665 | 297 | 156 | 47 | 1 058 | 2 333 | 53.7 |
| | immigration in Estonia | 15 | 42 | 41 | 25 | 79 | 1 | 36 | 1 013 | 1 252 | |
| 1995 | emigration from country of origin | 8 | 44 | 58 | 864 | 363 | 129 | 28 | 877 | 2 371 | 54.5 |
| | immigration in Estonia | 19 | 76 | 47 | 22 | 129 | - | 30 | 970 | 1 293 | |
| 1996 | emigration from country of origin | 2 | 59 | 63 | 986 | 367 | 156 | 17 | 822 | 2 472 | 50.2 |
| | immigration in Estonia | 10 | 63 | 40 | 27 | 114 | 5 | 41 | 941 | 1 241 | |
| 1997 | emigration from country of origin | 6 | 38 | 72 | 898 | 256 | 116 | 14 | 702 | 2 102 | 60.7 |
| | immigration in Estonia | 12 | 62 | 43 | 28 | 111 | 3 | 32 | 984 | 1 275 | |
| 1998 | emigration from country of origin | 3 | 34 | 78 | 839 | 282 | 240 | 9 | 550 | 2 035 | 57.2 |
| | immigration in Estonia | 6 | 50 | 33 | 34 | 113 | 4 | 31 | 892 | 1 163 | |
| 1999 | emigration from country of origin | 1 | 38 | 71 | 721 | 264 | 228 | 9 | 564 | 1 896 | 60.0 |
| | immigration in Estonia | 12 | 52 | 42 | 35 | 107 | 9 | 23 | 858 | 1 138 | |
| 2000 | emigration from country of origin | 4 | 9 | 68 | 639 | 337 | 198 | 10 | 385 | 1 650 | ... |
| | immigration in Estonia | 1 | 31 | 30 | 14 | 75 | ... | 21 | 459 | ... | |
| 2001 | emigration from country of origin | 33 | 28 | 51 | 640 | 131 | 191 | 16 | 402 | 1 492 | ... |
| | immigration in Estonia | ... | ... | ... | ... | ... | ... | ... | ... | ... | |
| 2002 | emigration from country of origin | ... | 90 | 68 | 665 | 209 | 170 | 13 | 321 | 1 536 | ... |
| | immigration in Estonia | 12 | 52 | 42 | 35 | 107 | 9 | 23 | ... | ... | |

Table 2. Emigration registered in Estonia and immigration registered in selected destination countries

| | | Lithuania | Latvia | Sweden | Germany | Finland | Denmark | Belorussia | Russia | Total by countries | Coverage factor % |
|------|------------------------------------|-----------|--------|--------|---------|---------|---------|------------|--------|--------------------|-------------------|
| 1991 | emigration from Estonia | 112 | 298 | 46 | 496 | 289 | - | 823 | 7 723 | 9 787 | 83.0 |
| | immigration in destination country | 131 | 299 | 17 | 1 236 | 1 073 | 37 | 816 | 8 176 | 11 785 | |
| 1992 | emigration from Estonia | 122 | 270 | 109 | 543 | 402 | 9 | 3 059 | 25 882 | 30 396 | 95.2 |
| | immigration in destination country | 82 | 157 | 234 | 1 236 | 2 637 | 130 | 3 029 | 24 440 | 31 945 | |
| 1993 | emigration from Estonia | 77 | 155 | 68 | 488 | 569 | 2 | 1 068 | 11 447 | 13 874 | 70.6 |
| | immigration in destination country | 53 | 137 | 333 | 1 683 | 2 648 | 155 | 1 296 | 13 340 | 19 645 | |
| 1994 | emigration from Estonia | 55 | 62 | 57 | 311 | 816 | 9 | 280 | 6 692 | 8 282 | 52.5 |
| | immigration in destination country | 45 | 99 | 290 | 1 83 | 1 739 | 155 | 528 | 11 250 | 15 789 | |
| 1995 | emigration from Estonia | 50 | 59 | 81 | 496 | 1 067 | 15 | 276 | 6 746 | 8 790 | 71.1 |
| | immigration in destination country | 35 | 76 | 235 | 1 684 | 1 263 | 174 | 310 | 8 591 | 12 368 | |
| 1996 | emigration from Estonia | 26 | 38 | 74 | 463 | 648 | 13 | 187 | 4 969 | 6 418 | 68.8 |
| | immigration in destination country | 39 | 40 | 177 | 1 852 | 875 | 260 | 213 | 5 869 | 9 325 | |
| 1997 | emigration from Estonia | 33 | 36 | 60 | 322 | 550 | 19 | 85 | 2 333 | 3 438 | 51.6 |
| | immigration in destination country | 36 | 43 | 213 | 1 598 | 800 | 329 | 165 | 3 483 | 6 667 | |
| 1998 | emigration from Estonia | 13 | 26 | 62 | 207 | 510 | 6 | 69 | 1 208 | 2 101 | 47.0 |
| | immigration in destination country | 26 | 49 | 214 | 1 126 | 886 | 285 | 113 | 1 771 | 4 470 | |
| 1999 | emigration from Estonia | 8 | 20 | 55 | 196 | 491 | 8 | 79 | 798 | 1 655 | 51.1 |
| | immigration in destination country | 14 | 37 | 262 | 990 | 784 | 214 | 86 | 852 | 3 239 | |
| 2000 | emigration from Estonia | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... |
| | immigration in destination country | 15 | 9 | 316 | 1 071 | 655 | 265 | 62 | 786 | 3 179 | |
| 2001 | emigration from Estonia | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... |
| | immigration in destination country | 41 | 31 | 271 | 1 120 | 1 090 | 233 | 51 | 535 | 3 372 | |
| 2002 | emigration from Estonia | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... |
| | immigration in destination country | ... | 50 | 290 | 1 090 | 1 163 | 205 | 50 | 534 | 3 382 | |

2. Authorities and data collection

2.1. Authorities possessing data on international migration

Population registration on the territory of the Republic of Estonia, both citizen's and alien's are the responsibility of the Ministry of Interior, and the departments of the Ministry, the Citizenship and Migration Board and the Board of Border Guard, manage it. According to the Official Statistics Act (1997) producing statistics on population, including migration statistics is the responsibility of the Statistical Office of Estonia under the Ministry of Finance.

2.1.1. Estonian Citizenship and Migration Board

The Citizenship and Migration Board is responsible for all matters related to the asylum, visa, residence permit and citizenship requests and it issues the respective documents. The Citizenship and Migration Board collects data in the process of the documentation of persons and maintains the respective registers. These registers include the information about every person who has presented the application and the decision made by the Board. The Citizenship and Migration Board supplies the data for identification of citizens of Estonia and foreigners living in Estonia for all government authorities who need this information for their work.

The Citizenship and Migration Board publishes the overview about its activity in the yearbook, the last one (third by order) was issued in 2003. This yearbook includes also some statistics. However, most statistics are produced in order to satisfy the own needs of the Board. The statistics are collected for the internal statistical reports of the Board for 2003 and 2004.

The data related to the population issues and particularly migration may be found in the following databases of the Citizenship and Migration Board:

- State register of residence and work permits,
- Visa register,
- State register of refugees,
- Database of persons who have applied for the acquisition or restoration of Estonian citizenship and of persons, who have been deprived of the Estonian citizenship,
- Database of identity documents issued by the Citizenship and Migration Board.

From the point of view of collecting the data on migration and the population with the foreign origin the register of residence and work permits and the database of persons who have applied for the acquisition or restoration of Estonian citizenship and of persons who have been deprived of the Estonian citizenship are paid more attention. The register of refugees is also an object of the interest from the point of view of statistics as the data source for asylum statistics. Usefulness of other databases is rather indirect.

Data collected by the Citizenship and Migration Board include valuable information for statistics but unfortunately have been hardly available for this purpose. Some data related to asylum and refugees and changes of citizenship have been presented within the official statistical data during recent years but the data from the register of residence and work permits have not been available for the statistical processing of data until present time.

2.1.2. Board of Border Guard

The Board of Border Guard under the Ministry of the Interior is responsible for controlling the legitimacy of aliens' entering Estonia. On the border of the Estonian territory, the persons and means of transport are checked when entering and leaving the country. Border crossing, border control and surveillance is arranged according to Schengen principles.

The Board of Border Guard is maintaining an electronic database — the Database on Border Crossings and it was created in 2001. Border statistics are available and are used in some fields of national statistics. Investigations show that this source has no possibility to provide data for international migration statistics. Rather few personal characteristics are recorded in the database due to which it is impossible to select migration events among all other travellers. In the circumstances where the border checking will not be performed on internal borders of EU in the future, the possibility to collect data collected on border crossings will be even more limited.

2.1.3. Ministry of the Interior

Two departments of the Ministry of the Interior are also dealing with the migration — the Population Facts Department and Aliens Department.

Among other tasks the Population Facts Department of the Ministry of the Interior is responsible for the registration of the population, including the registration of vital events — birth, deaths, marriages and divorces — and also the registration of the place of residence. This department maintains the Population Register (*Rahvastikuregister*) together with the local municipalities. The Population Register is the common database for all government authorities, which need personal data for the inhabitants of Estonia. The Population Facts Department Ministry supplies some statistics based on the Population Register data for municipalities, other ministries and for its own use. Also producing of the official population statistics is densely related to the activities of the Population Facts Department. The Statistical Office of Estonia collects data on vital events in cooperation with the Population Facts Department. The Population Register data are used for migration statistics.

The Aliens Department of the Ministry of the Interior is responsible for citizenship and aliens policy but has no responsibility for processing of documents and registration of persons.

2.1.4. Statistical Office of Estonia

According to the Official Statistics Act the Statistical Office of Estonia is responsible for producing and publishing of national statistics on population, including migration statistics.

According to the Act, the data collected in the state registers and administrative databases and those that are formed by activities of state, municipal and other institutions should be used, in case if the contents and quality of these data are satisfactory in the opinion of the producer of statistics. At the same time the state and municipal authorities are upon the request of the producer of official statistics obliged to present the data that they have collected in the course of their activities, except the data that are prohibited to be published. The Statistical Office has the right to use the personal identity code and other variables that allow identifying a person for statistical purposes and use the personal data collected by the state, municipal and other institutions.

In order to keep the correspondence between regional and national population accounts, the Statistical Office uses the same data source for both international and internal migration statistics. This data source is the overall registration of person's place of residence at the local municipality. Nowadays information about places of residence is stored in the Population Register. Thus, the data used for producing statistical tables on migration flows are basically collected for administrative purpose.

There are two regular publications where statistical data and reviews on migration have been published — “*Eesti statistika aastaraamat*. Statistical Yearbook of Estonia” and the annual publication “*Rahvastik*. Population”. The Statistical Database has been developed and available on the web site of the Statistical Office. Migration data will be available in this database. At present migration data are collected but not distributed because the respective analysis has indicated the low reliability of the Population Register data.

2.1.5. Coordination of the data collection

The data collection for official statistics is agreed among state and municipal authorities before the beginning of the annual statistical survey. At the present time there are not any groups of specialists meeting regularly for discussing the problems of the population statistics. The Statistical Office uses different tools to communicate with the authorities collecting the respective data. Permanent cooperation is established between the Statistical Office and the Population Facts Department of the Ministry of the Interior who is the main data supplier for population statistics. Meetings of the two institutions are arranged in the case of need. The opinion of the Statistical Office is considered important but still some essential proposals presented by the Office were not taken into account when the Population Register was created.

With the Citizenship and Migration Board the cooperation has been less close up to the present. There are several reasons, first of all that the Citizenship and Migration Board is not of the opinion that it should supply the data for official statistics and for this purposes other sources should be used. On the other hand the databases have not been developed with the aim to extract data for statistical purposes. The Board transfers some general tables for the production of official statistics but extracts of the registers have been transferred by now.

¹ Until 1994 statistical data collection was performed in parallel to administrative data collection. This data collection method was cancelled as the result of administrative actions towards the creation of the Population Register. The Statistical Office received thereafter data on migration events directly from central database that collected information about population movements from municipalities. Reorganisation of the data collection brought along the decrease in data quality. At the same time due to the cancellation of the recording of the place of residence in the personal documents registration of changes of residence decreased and the collected information did not reflect the real situation in population movement.

2.2. Registration of migrants

Three administrative databases collect direct or indirect information on international migration: border checking database, issuing of resident permits database, registration of the place of residence database. Each of these has specific possibilities to identify persons moving for settling in the country or abroad.

The first place where the arrival of both aliens and nationals will be recorded is the state border. However, starting from May 2004 only nationals of the third countries are recorded while crossing the border.

When settling in Estonia, an alien must have a residence permit and this may be applied in accordance with the Aliens Act either abroad or in the country at the Citizenship and Migration Board offices. To have the residence permit an alien must inform the Citizenship and Migration Board about his/her place of residence in Estonia.

The data on all persons residing in Estonia and on all documented Estonian citizens must be recorded in the Population Register. A foreigner must inform about his/her place of residence twice — at the Citizenship and Migration Board when applying for residence permit and at the Population Register when arriving in the country. Nationals did not have explicit obligation to inform about their place of residence when arriving from abroad or leaving the country until May 2005². However, everyone must have a place of residence registered in the Population Register for having the right to vote and for receiving certain benefits from the municipality. Aliens' obligation to register their place of residence in the Population Register was enacted by the Aliens Act. Also an alien who wishes to stay outside of Estonia longer than 183 days a year during the validity of his/her residence permit must inform about his/her stay outside of Estonia at the Citizenship and Migration Board.

Next chapters present more details about the registration of persons when arriving from abroad or leaving for living abroad.

2.2.1. Border control and visas

Any person may cross the border of Estonia pursuant to the State Borders Act (1994, amendment 2004) either presenting his/her identification document (travel document) only or supplying in addition visa or residence permit.

An Estonian citizen crossing the state border upon departure from Estonia must hold a valid travel document (passport). Upon arrival he/she must hold a travel document, certificate of return or other document, which is prescribed for visiting a foreign country by an international agreement. In the cases provided by an international agreement, an Estonian citizen may cross the state border upon submission of a valid identity card issued by the Citizenship and Migration Board of the Republic of Estonia.

An alien who is a citizen of a foreign country with whom Estonia has entered into an agreement for visa-free travel or whose citizens are unilaterally relieved of the visa requirement in Estonia, may stay in Estonia for up to a total of 90 calendar days during 6 months, unless otherwise provided by the international agreement. Accordingly, citizens of the European Union, the United States of America, Norway, Iceland, Switzerland and Japan may enter when presenting travel document or identification document issued by one of these countries.

The visa is required when a third country alien intends to enter and to stay in Estonia for the limited time period (generally up to 90 days). An alien from a third country crossing the state border must hold a valid travel document issued by a foreign country or an international organisation containing a visa or a residence permit issued by the Citizenship and Migration Board of the Republic of Estonia. When a person has the Estonian alien's travel document (Estonian alien's passport) or a permit of return issued by the Citizenship and Migration Board his/her residence permit should be entered in these documents. If the alien also submits a valid identity card issued by the Citizenship and Migration Board, a residence permit is not needed to be entered in a travel document issued by a foreign country or an international organisation.

Border crossings of aliens who hold visa are recorded in the Visa Register created in 1998 by the Citizenship and Migration Board. This contains also data on visa invitations, applications for visa and for extension of visa, and decisions made with regard thereto, cancelled and amended visas. Data on border crossings are maintained also electronically in the Database on Border Crossings of the Board of Border Guard.

² The latest amendment of the Population Register Act of 20 April 2005 enacts the obligation of persons, both nationals and aliens, to inform the local government about the address of the new place of residence within 30 days after settling in at the new place.

2.2.2. Granting residence permits

There are two legal acts that regulate the granting of resident permits in Estonia — Aliens Act and Citizen of European Union Act. Generally, an alien must apply residence permit if he/she intends to stay in Estonia for longer than 3 months. In specific cases the time limit for staying in the country without residence permit may be longer.

Rules for issuing residence permit to the European Union citizens and the third country citizens are somewhat different. For an alien from the European Union Member States the residence permit is issued generally for 5 years. A family member of a citizen of the EU can apply for the residence permit for the purpose of settling with a citizen of the EU with the same period of validity as the residence permit of the citizen of the EU.

Two types of residence permits may be issued for the third country nationals — temporary (fixed term) residence permits and permanent residence permits. The first residence permit is always issued for a temporary stay. The period of validity of a temporary residence permit depends on concrete reason and other specific conditions related to the stay and person but it does not exceed 5 years. A residence permit for study shall be issued in 1-year terms. A temporary residence permit may be extended if the ground for the issue of residence permit has not been changed. There is no reason to refuse to extend the residence permit except the major fault against the law and if the application on extension is presented before the residence permit has not ceased to exist.

A permanent residence permit may be issued to the citizen of the third country who has resided in Estonia on the basis of a temporary residence permit for at least 3 years within the last 5 years and who has a valid temporary residence permit, an effective residence in Estonia and a permanent legal income for subsistence in Estonia. However a permanent residence permit will not be issued to an alien who has received a residence permit in Estonia for employment, for establishing enterprise or for study.

The number of aliens who can settle in Estonia is limited. The annual immigration quota is the quota for aliens immigrating to Estonia, which shall not exceed 0.05% of the annual number of permanent population of Estonia³. The immigration quota does not apply to the spouse of an Estonian citizen or of an alien who resides in Estonia on the basis of a residence permit and to a minor child, adult child, parent, grandparent or ward of an Estonian citizen or of an alien who resides in Estonia on the basis of a residence permit. The immigration quota does not apply also to the aliens who are ethnic Estonians and to citizens of the European Union, the United States of America, Norway, Iceland, Switzerland and Japan. The Minister of Internal Affairs may, on a reasoned proposal of the concerned minister, exempt specific persons from the immigration quota if their arrival in Estonia is necessary in the national interests for economic, educational, scientific or cultural development.

2.2.2.1. Granting residence permits for third country nationals

A temporary residence permit for a third country national may be issued to aliens for employment, for establishing enterprise, for study in Estonia, in order to settle with a close relative or spouse permanently resident in Estonia, for aliens whose permanent legal income ensures their subsistence in Estonia and for aliens whose application for a residence permit is based on an international agreement.

An alien must have a dwelling in Estonia, which he/she must register at the Population Register within 30 days from the date of his/her arrival in Estonia on the basis of a residence permit or from the date of his/her stay in Estonia. Also the person who invites his/her spouse, child or close relative to settle in Estonia must have a registered place of residence, except if they arrive together.

Conditions for issuing of residence permit depend on for which reason the applicant wishes to stay in Estonia. An alien must hold a work permit to work in Estonia.

Issue of residence permits for employment:

For taking employment on the basis of a residence permit, an alien is granted the right to stay in Estonia for the purpose of employment on the conditions determined by the residence permit. A residence permit for employment is issued for a period of guaranteed employment in Estonia by an employer with a period of validity of up to two years and it can be extended for up to five years at a time.

Issue of residence permits for enterprise

A residence permit for enterprise may be issued to an alien who has a holding in a company or who operates as a sole proprietor, provided that the company or the sole proprietorship is entered in the Commercial Register of Estonia, and that based on the interests of the state, the intended enterprise is necessary for the development of Estonian economy, and the alien's settling in Estonia is of essential importance to the enterprise.

³ Permanent resident defined by the Aliens Act is an Estonian citizen residing in Estonia and an alien residing in Estonia who holds a permanent residence permit.

Issue of residence permits for study

A residence permit for study may be issued to an alien for study in a primary school, basic school, upper secondary school, vocational educational institution, university or institution of applied higher education, for participation in pre-degree foundation courses offered by such institutions, for research or exploratory research at a university or institution of applied higher education or for participation in field training intermediated by an international students' organisation. A residence permit for study may be issued for a period of up to one year but no longer than the estimated duration of the studies. If an alien continues his/her studies in the same educational institution, his/her residence permit may be extended by one year at a time but not for longer than six years altogether.

Issue of residence permit to settle with spouse:

A temporary residence permit may be issued to an alien to settle with his/her spouse who resides in Estonia permanently and who is

- an Estonian citizen or
- an alien who has resided in Estonia for at least five years on the basis of a permanent residence permit or
- for settling with a spouse who is an alien and who has been granted a residence permit for employment in Estonia on the following basis:
 - *for employment as a teacher or lecturer in an educational institution which complies with the requirements established by the relevant Estonian legislation;*
 - *for artistic activities or scientific research;*
 - *for employment in the position of a member of the management body of a legal person registered in Estonia with the duty to perform directing or supervisory functions;*
 - *for making a direct foreign investment, foundation of a branch of a foreign company in Estonia, or performance, by way of rotation, of the right of representation or directing functions in a company registered in Estonia and belonging to an international group of undertakings;*
 - *in the capacity of a sportsman, coach, referee or sports official in order to engage in professional activities;*
 - *for employment as an expert, adviser, consultant or installer of equipment or skilled worker;*
 - *for activities in the framework of an international programme of co-operation involving agencies with state or local government participation;*
 - *for performing management and control functions as a member of the management body of a legal entity which is registered in Estonia;*

or

- for settling with a spouse who is an alien and who has been granted a residence permit for enterprise or for doctoral studies in Estonia, *if the spouses share close economic ties and a compatible relationship, if the family is stable and the marriage is not fictitious, and if the application for a residence permit is justified.*

If the marriage has lasted less than 3 years, an alien may be granted a residence permit with the period of validity for up to 1 year, which may be extended in each of the following 3 years for not longer than 1 year at a time. If the marriage has lasted longer than 3 years, an alien may be granted a residence permit with the period of validity for up to 3 years, which may be extended for not longer than 3 years at a time.

Issue of residence permits to settle with close relative residing in Estonia

A temporary residence permit may be issued to the following aliens to settle with a close relative who is an Estonian citizen or to settle with a close relative who is an alien who has resided in Estonia for at least 5 years on the basis of a permanent residence permit:

- to a minor child in order to settle with a parent who permanently resides in Estonia;
- to an adult child in order to settle with a parent who permanently resides in Estonia if the child is unable to cope independently due to health reasons or a disability;
- to a parent or grandparent in order to settle with his/her adult child or grandchild who permanently resides in Estonia if the parent or grandparent needs care which it is not possible for him/her to receive in the country of his/her location or in another country and if his/her permanent legal income or the permanent legal income of his/her child or grandchild who legally resides in Estonia ensures that the parent or grandparent will be maintained in Estonia;
- to a person under guardianship in order to settle with the guardian who permanently resides in Estonia if the permanent legal income of the guardian ensures that the person will be maintained in Estonia.

Issue of residence permits to aliens whose legal income ensures their subsistence

A temporary residence permit may be issued for up to 2 years to an alien whose legal income ensures his/her subsistence if the issue of the residence permit is justified and does not damage the interests of the Estonian state. A work permit shall not be issued to such alien for employment in Estonia.

Generally, every alien applying residence permit must fill in three standard application forms:

- “Application for identity card, alien’s passport, transfer of residence permit data to travel document of a foreign country, residence and work permit and extension of residence and work permit”
- “Application for residence permit or extension of residence permit” and
- “Data concerning close relatives, spouse, family members and dependants”.

And in addition an applicant has to submit the identity document (if the applicant owns one), a Curriculum Vitae (if the applicant is over 15 years old), colour photo (40 x 50 mm) and a document certifying the payment of the state fee.

Depending on the basis of the application of residence permit the additional documents should be presented confirming concretely that person has the real and legally accepted reason to stay in Estonia.

Upon the extension of a residence permit the same documents must be submitted as when the issue of a residence permit was applied for. Data concerning close relatives, spouse, family members and dependants must be submitted only if this data have changed after the application for a residence permit or if it has not been submitted before.

2.2.2.2. Granting residence permits for EU nationals and their family members

Citizens of the European Union may stay in Estonia without a residence permit for the period up to 3 months counted from the entry in Estonia if he/she is employed or employer in Estonia; or is employed in another Member State of the European Union but resides in Estonia and returns to Estonia at least once a week; or is a seasonal worker in Estonia; and for up to 6 months if he/she is registered for seeking employment.

According to the regulation the EU citizens may apply for a residence permit in Estonia for employment, for engagement in business, for stay if he/she has sufficient legal income which ensures his/her own subsistence and that of his/her family members in Estonia, for study in a basic school, gymnasium, vocational educational institution and for long-term stay in Estonia.

Residence permits for the EU citizens are issued by the simplified procedure. Upon the application for a residence permit nationals of the EU countries must submit a standard application form *Application for the issue or extension of resident permit of citizens of the European Union or his/her family member*, an identity document, a photo, a document which certifies that an applicant is insured and guarantees that any costs related to his/her medical treatment during the period of validity of his/her residence permit and a document certifying the payment of the state fee.

There is no need to submit any additional documents when a residence permit is applied for employment, for engagement in business or in the case of substantial legal income. In case a residence permit is applied for study an educational institution must submit an additional document to the Citizenship and Migration Board, which confirms that a EU citizen starts his/her studies there.

When applying for a residence permit for a long-term stay in Estonia an applicant has to submit the following documents:

- If an applicant has commenced employment in another Member State of the European Union but resides in Estonia and returns to Estonia at least once a week he/she has to prove his/her employment in another Member State of the EU. An applicant must also prove that he/she has been employed or engaged in business in Estonia for at least the last 3 consecutive years.
- If an applicant has, by the date of the termination of his/her employment or engagement in business, attained the age of retirement, he/she must prove that he/she has been employed or has been engaged in business in Estonia for at least the last 12 months, and submit a written confirmation that he/she has permanently stayed in Estonia for at least the last 3 consecutive years;
- If an applicant has terminated his/her employment or engagement in business due to permanent incapacity for work he/she has to submit a document which proves his/her permanent incapacity for work, together with a written confirmation that he/she has permanently stayed in Estonia for at least the last 2 consecutive years.
- If a EU citizen has terminated his/her employment due to permanent incapacity for work arising from a work injury or occupational disease he/she has to submit a document certifying this fact.

Family members of applicants who apply for long-term residence permits must submit in addition the document, which proves that an applicant is a family member of a EU citizen, and the standard consent of the concerned EU citizen. If a citizen of the European Union dies before attaining the age of retirement and has, by the date of his or her death, permanently stayed in Estonia for at least the last two consecutive years, his/her family member must submit a document certifying the death of the EU citizen and a document which proves that the applicant was his/her family member. If a citizen of the European Union dies before attaining the age of retirement as a result of a work injury or occupational disease, his/her family member must certify that the EU citizen died as a result of a work injury or occupational disease, and a document, which proves that the applicant was his/her family member.

When applying for the extension of a residence permit the same documents must be submitted as for the application for the residence permit.

2.2.2.3. Procedure for the issue of residence permit

As a general rule an applicant should submit his/her application for a residence permit at a representation of the Republic of Estonia abroad. As an exception, it is possible to apply for a residence permit at a regional department of the Citizenship and Migration Board if an alien:

- is an Estonian or the spouse of an Estonian;
- is the spouse of an Estonian citizen;
- is staying in Estonia on the basis of a temporary residence permit and wants to extend the permit;
- is a citizen of the country, which citizens may visit Estonia without a visa;
- has received, as an exception, such permission from the Citizenship and Migration Board;
- was settled in Estonia before 1 July 1990 and has not, after that date, left Estonia and settled in any other country;
- is a person excluded from the immigration quota as his or her arrival in Estonia is in the national interest for developing the economy, education, science or culture, or if he/she is a spouse or a minor child of the above-mentioned person.

An alien has to submit an application for a temporary residence permit and the transfer of the data of his/her residence permit into his/her travel document personally (in case of an applicant under 15 years of it has to be done by his/her parents or representative). In case an applicant is not able to submit the application personally, his/her representative may do so.

The applications, which are submitted at any of the representations of the Republic of Estonia or at the regional offices of the Citizenship and Migration Board, will be processed at the Citizenship and Migration Board. During the processing of an application the Citizenship and Migration Board examines whether the application is justified, the correctness and conformity of the submitted documents with the established requirements, and makes a decision as to whether or not to issue a residence permit.

The decision as to whether or not to issue a temporary residence permit shall be decided within a period of 3 months from the date of starting the processing of the application if the immigration quota does not apply to the applicant and within a period of 6 months if the immigration quota applies to the applicant. An applicant shall be informed about the issue of a residence permit, the place of issue, the extension of the period of processing of his/her application, the refusal to process his/her application or the refusal to issue a residence permit by sending him/her a notice at the address given in the application.

If the alien having the resident permit wish to extend this he/she must submit an application not later than two months before the valid residence permit expires. The application should be submitted to the local regional department of the Citizenship and Migration Board. The permit will not be extended if the validity of the residence permit has expired. The Citizenship and Migration Board will make a decision as to whether to extend or refuse to extend a residence permit at least ten days before the date of the expiry of the temporary residence permit.

The data of residence permits are entered on the stickers issued by Representation of the Republic of Estonia abroad or by regional department of the Citizenship and Migration Board, or on identity cards which are issued by the Citizenship and Migration Board through authorised bank offices in Estonia.

An alien must register his/her place of residence in Estonia in the Population Register within 30 days from the date of his/her arrival in Estonia on the basis of a residence permit or from the date of his/her stay in Estonia. During his/her stay in Estonia an alien must inform the Citizenship and Migration Board about if the circumstances which form the basis for the issue of a residence permit have changed. Also, during the period of validity of a residence permit an employer or educational institution must inform the Citizenship and Migration Board about changes in conditions as determined in the residence permit. An alien who wishes to stay outside of Estonia longer than 183 days a year during the validity of the residence permit must register his/her stay outside of Estonia at the Citizenship and Migration Board.

2.2.3. Registration of residents

The Family Law and the Population Register Act are two main legal acts prescribing the administrative procedures concerning the registration of the population. The Family Law determines the rules specifically on registration of vital events (births, marriages, divorces and deaths and matters concerning the descent). This is the basic information that constitutes one of the main inputs of the Population Register. The Population Register is maintained and updated according to the rules stated in the Population Register Act that includes also rules for recording data on the place of residence. The registration of the above mentioned events and the place of residence should ensure the registration of all inhabitants in Estonia, there are no specific legal acts on registration of population or migrations in Estonia.

The Population Register Act was adopted on 20 June 2000 and it was implemented partly in 2000 and partly in 2001. The Population Register Act requires that personal data of all Estonian citizens (irrespective where they live) and aliens residing in Estonia who have residence permit and data on the documents proving their right to identity and right to live in Estonia must be recorded in the Population Register. According to the Act the address registered as the place of residence in the

Population Register serves as a legal basis for the payment of taxes to a local government and for the election purposes for this person.

The Population Register Act lists all sources of information that should be used for updating the register. Data on the place of residence should be derived from the following sources:

- municipality registers the personal notification of the place of residence;
- place of residence of mother recorded in the Population Register is registered automatically as the place of residence of a newborn child at the time of registration of birth;
- social security, medicine and rescue institutions and police must inform municipality about persons who have been identified as living in the territory of the municipality but who do not have place of residence registered in the Population Register;
- local municipalities may register a person at the territory of municipality if the person has not applied for registration of exact address of the place of residence;
- consulates abroad register in the Population Register the place of residence of an Estonian citizen living abroad at the person's notification;
- the Citizenship and Migration Board provides the Population Register with the data on aliens who have been granted residence permit (still, the person has to notify personally the municipality of residence for the registration of the place of residence in the Population Register).

In four first cases the place of residence will be recorded in the Population Register after the municipality has made the respective decision. At present all consulates have possibility to record information directly in the register. Data transfer between the Citizenship and Migration Board and the Population Register is regular and as a result of this the limited amount of data on residence permit applicant will be available in the Population Register shortly after the application is presented. More information will be transferred when the positive decision is taken.

Until May 2005 the Population Register Act did not require that the place of residence recorded in the Population Register should be in accordance with the real place of residence of a person — there was no explicit obligation as to the time limit within which the information should be presented for the registration of the place of residence. The recent amendment of the Law stated the obligation of person to inform about the change of residence during the limited time (30 days) after the move.

2.2.3.1. Population Register

As mentioned above the Population Register includes data on persons and on documents issued to these persons. With exceptions the data recorded in the register should base on the documents, the list of which is stated by the Population Register Act. Pursuant to § 27 of the Act the respondents must supply the minimum list of personal characteristics that include the surname and the first name of the person, sex, date of birth and personal identity code that will be the basis for the identification of the person. For keeping the information as an active record in the register it should also be proved that a person is an Estonian citizen or that he/she has residence permit. If there is no record on the concrete person in the Population Register the personal identity code will be issued. The above mentioned characteristics are the only ones that are compulsory for the responsible authority for maintaining the register.

The activities on the creation of the Population Register in Estonia were performed in two directions at its basic stages — county governments were developing their own registers and in parallel a central database of the population count was created first under the responsibility of the Ministry of Finance and later it was transferred to the Ministry of the Interior. The basic information for creation of the registers in the counties and for the database of the population count was collected from different lists of inhabitants' compiled at the beginning of the 1990s, including lists for the monetary reform, electoral lists and other lists of persons. These data sources include data with different origin and quality. For updating of data two special registration forms were implemented — one for out- and another for in-registration, but also other available sources like the electronic files prepared for producing vital statistics. As the result of the latter, data on births, deaths, marriages and divorces were almost systematically available for updating the database while the information of changes of the place of residence was incomplete.

The present Population Register was created in 2000 on the basis of the above mentioned central database of the population count and the problems in this database were partly transferred to the present Population Register. In order to improve the quality of the data in the register including the coverage of the population and availability of information by variables, the systematic checking and analysis are needed. Until now checking is performed by some territorial units or for specific purpose, like checking certain variables and in relation to the preparation of elections. More thorough checking is planned during next years.

2.2.3.2. Registration of the place of residence

Migration is not among the events to be registered in the Population Register but the place of residence is registered and this is performed similarly for all persons — those who arrived from another municipality in Estonia and those who arrived from abroad and also those who leave for abroad.

Local municipalities are responsible for registering the place of residence of a person in case if this person declares that he/she is living in the municipality. Before the registration the municipality must check if the person has right to be registered at the given address (checking the validity of residence permit or/and agreement of the owner of dwelling). Government and public authorities must inform the municipality about persons whom they have identified as living in the territory of that municipality but who do not have the place of residence in the Population Register. For each case a notification form will be filled in and a special procedure is implemented in order to register the place of residence of the person. The municipality has the right to decide whether to register the person's place of residence or not.

If the decision of the municipality is positive the information about the new place of residence (address and date of recording) will be recorded in the Population Register, and the information about the previous place of residence will be transferred to the archive file. Using these two sets of data — the present place of residence and the one transferred to the archive — the migration move of the person may be identified, including the moves from and to abroad.

The person who settles in a place of residence in Estonia presents a *Notification on the place of residence* to the municipality where his/her new place of residence is. The person gives the information about the address of the place of residence and names and personal identity codes of family members (any person starting from May 2005) who are registered at the same address. The same form is used for all cases when settling in Estonia from abroad or when departing to abroad or when moving his/her place of residence from one address to another in the same or different municipality in Estonia.

At the same time the person must also prove that he/she is the owner of the dwelling or to present the contract of tenancy or owner's agreement to register his/ her place of residence. An alien must present in addition the valid residence permit. In case all documents are correct, the municipality enters the data on the place of residence in the Population Register.

Pursuant to the Population Register Act there was no time limit during which a person (citizen or alien) has to inform about his/her place of residence after the move, until the recent amendment of the Act. Aliens must register their place of residence within 30 days from the arrival in Estonia pursuant to the Aliens' Law. As the arrival of the EU citizens is not recorded on the border it is not possible to check if the requirement stated by the Act is followed or not.

An Estonian citizen may have the interest to keep his/her legal place of residence within Estonia. For the EU citizens, even if the residence permit is required, it is possible to live without residence permit if the person does not need the services that are supplied according to the place of residence recorded in the Population Register. Consequently, the system for updating the information on the place of residence of nationals and the EU citizens is not able to supply fully reliable data on current resident population and migration events, especially in the case of migration to abroad and from abroad. Non-EU citizens who immigrate in Estonia are better registered in the Population Register partly because the checking of the time of arrival of the person is possible and the extension of the residence permit is strictly in connection with the data on the place of residence in the Population Register.

The place of residence of a person may be recorded also by the initiative of the local municipality by the application of the owner of dwelling or by the notification given by public authorities mentioned in the Population Register Act. In each specific case there are additional documents that should be presented and specific procedures to be followed. However, the result of this procedure is rather that the address of person's place of residence will be removed from the register than more precise address of a person.

2.3. Personal data and events' data

The data collected as a result of the above mentioned administrative activities will include information on personal characteristics and characteristics of the event that happened to that person. Personal characteristics, like name and personal identity code are those that allow identifying the person and other variables characterizing that concrete person (sex, date of birth, place of birth, marital status, educational level, etc.). The variables characterizing migration event are the places of residence that differ in two successive dates, time of the change of the place of residence, duration of living at a concrete place of residence and reason of the move from one place to another. The data source for migration statistics should include the mentioned data. Data on migrations are assumable more correct if the responsible administrations register directly the migration event, it will be done within a short period after the move of person and all personal and event related characteristics are recorded at the time of event.

The next chapters provide an overview on which data are collected on the persons who arrive in Estonia and who depart or when these persons are documented and registered by the authorities.

2.3.1. Data collected on border crossing

There are more than 60 border points on the territory of Estonia. The border checking covered recently all arrivals from abroad and all departures from Estonia and the limited amount of data were collected in all border points. As the border collection is one of the data sources recommended by the UN, the Statistical Office of Estonia studied the possibility to use

these data for migration statistics in 2001–2002. The results of analysis show that there are too few details collected on the border and not all movements across the border were registered. Due to this it was not possible to give any estimations on migration flows based on these data.

From May 2004 the crossing the border of Estonia is simplified for the EU citizens and the border data are available only on the third country nationals. In the future the border control will be eliminated on the border between Estonia and other EU countries due to what it will be impossible to get statistics from this part of border.

Accordingly, the data collection on the border cannot be the data source for migration statistics and will not be studied for this purpose in the current project.

2.3.2. Residence permit application data

As described in the previous chapters the person has to fill in different forms when applying for the residence permit and it depends on the reason why the person intends to settle in the country. The forms include the personal characteristics, event related characteristics and the information about procedures and documents presented by the person or issued on the base of application. The following forms will be studied in order to identify if are useful for migration statistics:

- *Application for the issue or extension of residence permit of citizens of the European Union or his/her family member;*
- *Application for identity card, alien's passport, transfer of residence permit data to travel document of a foreign country, residence and work permit and extension of residence and work permit;*
- *Application for residence permit or extension of residence permit;*
- *Explanation of applicant for settling in Estonia with spouse;*
- *Data concerning close relatives;*
- *Confirmation about studies;*
- *Form to be completed by employer when alien starts working in Estonia.*

Among these forms the two first ones are the main application forms to which the others will be added depending on the legal ground (reason) of the application. The comparison of data collected by these forms is presented in the following table.

Table 3. Characteristics on application forms and additional forms for applying for the residence permit

| | Application for the issue or extension of residence permit of citizens of the European Union or his/her family member | Application for residence and work permit and extension of residence and work permit | Additional application form "Application for residence permit and extension of residence permit" | Explanation of the applicant for settling with spouse in Estonia | Data concerning close relatives | Confirmation about studies | Form to be completed by employer when alien starts working in Estonia |
|--|---|--|--|--|---------------------------------|----------------------------|---|
| Type of application (residence permit/extension of residence permit) | √ | √ | √ | | | | |
| Date of application/notification | √ | √ | √ | √ | √ | √ | √ |
| Place of residence in Estonia | √ | | √ | | | | |
| Place of residence in foreign country | √ | | √ | | | | |
| Reason for the issue or extension of residence permit | √ | | √ | √ | √ | √ | √ |
| Estonian personal code | √ | √ | √ | (√) | (√) | (√) | (√) |
| First names | √ | √ | √ | √ | √ | √ | √ |
| Surname | √ | √ | √ | √ | √ | √ | √ |
| Previous surnames | √ | | | | | | |
| Place of birth | √ | √ | | | | | |
| Date of birth | √ | √ | | (√) | (√) | (√) | (√) |
| Sex | √ | √ | | | | | |
| Citizenship | √ | √ | | | | | |
| Education | | | √ | | | | √ |
| Profession or speciality | | | | | | | √ |
| Marital status of the applicant | √ | | √ | | | | |
| Date of marriage | | | | √ | | | |
| Place of marriage | | | | √ | | | |
| Relation to EU citizenship (EU citizen/family member of EU citizen) | √ | | | | | | |
| Area of activities of employer | √ | | | | | | √ |
| Position | √ | | | | | | √ |
| Characteristics of dwelling | | | | √ | | | |
| Place of study | | | | √ | | √ | |
| Beginning of studies | | | | | | √ | |
| Duration of studies | | | | | | √ | |
| Place of employment or service | √ | | | √ | | | √ |
| Beginning of work | | | | | | | √ |
| End of work | | | | | | | √ |
| Income | √ | | | √* | | | |
| Previous marriages (number and names of spouses) | | | | √ | | | |
| Estonian personal code of spouse | | | | (√*) | √ | | |
| Date of birth of spouse | | | | (√*) | √ | | |
| First names of spouse | | | | √* | √ | | |
| Surname of spouse | | | | √* | √ | | |
| Previous surnames of spouse | | | | √* | | | |
| Citizenship of spouse | | | | √* | √ | | |

| | Application for the issue or extension of residence permit of citizens of the European Union or his/her family member | Application for residence and work permit and extension of residence and work permit | Additional application form "Application for residence permit and extension of residence permit" | Explanation of the applicant for settling with spouse in Estonia | Data concerning close relatives | Confirmation about studies | Form to be completed by employer when alien starts working in Estonia |
|---|---|--|--|--|---------------------------------|----------------------------|---|
| Place of residence of spouse | | | | √* | √ | | |
| Characteristics of dwelling | | | | √* | | | |
| Place of study of spouse | | | | √* | | | |
| Place of employment or service of spouse | | | | √* | | | |
| Previous marriages of spouse (number and names of spouses) | | | | √* | | | |
| Estonian personal code of close relatives, family members and dependants | | | | | √ | | |
| First names of close relatives, family members and dependants | | | | | √ | | |
| Surname of close relatives, family members and dependants | | | | | √ | | |
| Date of birth of close relatives, family members and dependants | | | | | √ | | |
| Sex of close relatives, family members and dependants | | | | | √ | | |
| Citizenship of close relatives, family members and dependants | | | | | √ | | |
| Relationship of close relatives, family members and dependants with the applicant | | | | | √ | | |
| Place of residence of close relatives, family members and dependants | | | | | √ | | |

(√) Personal code in Estonia or date of birth.

* Asked only if alien applies for temporary residence permit for the first time.

2.3.3. Data in the Population Register

There are no data on migration events in the Population Register but the data on every person including the personal demographic variables and data on the places of residence are recorded. According to the Population Register Act (§ 21) the Population Register contains the following personal information:

- First name (names)
- Surname (-names)
- Sex
- Date of birth
- Place of birth
- Personal identity code
- Citizenship
- Data about residence and work permit and expiry of the validity of the permit
- Place of residence (place of residence and the second place of residence, postal address, date of registration of these data)
- Marital status
- Date of death or place and time of witnessing death
- Date on recognition of unknowingly missing person
- Personal codes of person's mother, father, husband/wife and child
- Statistical data on ethnic nationality, mother tongue, education and employment

and some other data that are not important from the viewpoint of the population statistics.

The place of birth is recorded according to the administrative unit at birth that may be different from the current administrative distribution.

Citizenship characteristics may include concrete citizenship country, like Estonia or other country but may also indicate absence of citizenship or undetermined citizenship. Information also includes time of acquisition of citizenship if it is obtained by naturalisation, the release or resumption of Estonian citizenship and former citizenships of the person.

Marital status indicates the official civil status of the person — married, widowed, divorced. Marital status may be absent if the person has never been married.

Recording of the personal codes of person's mother, father, husband/wife and child among the characteristics of person in the Population Register is required by the Population Register Act but not fully in use at present time. Links between family members will be recorded step-by-step when the need appears in processing the civil records of the concrete person. In the case when the family relations are not recorded the marital status may not be automatically changed on widowhood after the death of the spouse.

Information about the place of residence includes the address of dwelling, the date when the address was registered in the Population Register and the date when the address was changed in the Population Register. If the person registers his/her place of residence abroad (Estonian citizens permanently or temporarily living abroad, aliens with permanent residence permit in Estonia living temporarily abroad) the name and the administrative unit of the foreign country will be recorded as the place of residence (or in some cases as the postal address according to the amendment of the Act from April 2005) in the Population Register. When a person arrives from a foreign country the name and administrative unit of the foreign country will be recorded in the Population Register. The Estonian citizen permanently living abroad may inform his/her last address in Estonia or the address of his/her parents (grandparents) for voting at his/her place of origin in Estonia. Until May 2005, in addition the second place of residence could be recorded if the person informed about another place where he/she stayed or if the place of residence could not be recorded in the register. Both this second place of residence and postal address were not considered as the legal places of residence. The address of the place of residence in Estonia includes names and codes of county, municipality, district of city or municipality, settlement, street or other smaller place, number of dwelling, number of apartment or other separate room, and postal code.

In the Population Register also the data on residence permits are recorded and these are the objects of interest of the migration statistics as well. The type of permit and dates of validity of the permit are entered in the Population Register. In addition the Population Register includes some variables collected particularly with the aim to satisfy the needs on statistics. These are data on educational level, activity status, ethnicity and mother tongue.

2.3.4. Classifications and standards

According to the Official Statistics Act the contents of data and classifications used in official and administrative registers must be agreed with the Statistical Office of Estonia. Regardless of this some coding systems used in above mentioned databases do not meet these requirements and some data are not coded. The next chapter describes which classifications are used and how data are coded in the Population Register and in the Register of Residence and Work Permits.

2.3.4.1. Classifications and standards in the Population Register

The Population Register uses generally the national or international classifications and standards. In case there is no national or international classification available on recorded data, the responsible processor of the register has worked out the coding standards. In order to avoid recording of inaccurate data in the Population Register the text information is kept where applicable in parallel with coded information.

The basic standard for the Population Register is the standard of the personal identity code (*Personal Identity Code. Standard of the Republic of Estonia ST 585–90*) that ensures the unified presentation of the date of birth and sex in the Population Register and that allows identifying the record of the concrete person. The personal identity code is used also in all personal documents issued by the state authorities and in other state registers that record data on persons.

The personal identity code is an eleven-digit number that consists of the number indication simultaneously for the century of birth and sex of person, date of birth (two last numbers of year, month and day), additional numbers (most often indicating the sequence of the birth or registration during the day) and the control number. Issuing of the personal identity code to the newborn person and to the new-coming person (an immigrant) is the responsibility of processor of the Population Register. A newborn child will receive the personal identity code when the birth is registered in hospital from the pre-printed lists of the personal identity code and must be registered thereafter in the civil registration office where the information is recorded in the Population Register. An immigrant will receive the personal identity code when the residence permit is granted and the basic information about the person is transferred from the Citizenship and Migration Board to the Population Register. Consequently, the person cannot have personal identity code without being registered in the Population Register except if the newborn child was not registered in the civil registration office.

Addresses in Estonia recorded in the Population Register are coded according to the *Classification of Estonian administrative unit and type of settlement*. This classification is systematically updated according to the changes of administrative borders and other administrative adjustments. The Statistical Office of Estonia has the authority for maintaining the classification. The same classification is used for coding the place of birth in Estonia that may cause the corruption of data when the current administrative distribution is different from that at the time of the birth of the person.

Coding of the country of birth and foreign countries as the place of previous, next or current places of residence are performed according to the International Standard Codes for the Representation of the Names of Countries (ISO-3166). The Statistical Office of Estonia proposes the updated version of this classification to Estonian user.

Other coding rules used in the Population Register have been drawn specifically for the register or taken over from statistical data processing.

Among these is the Classification of Ethnic Nationality that is used for coding ethnic nationalities and ethnic groups. This classification is based on the list of nationalities and codes used for the 1989 Census and in vital statistics. The classification is improved by the need in order to code all recorded new ethnic nationalities.

Educational levels are coded according to the list of education levels prepared by the Statistical Office for the data collected in the registration of vital events. This consists of three levels of general education and six levels of professional education.

Coding of activity status of person is also based on statistical coding and consists of nine different statuses.

2.3.4.2. Classifications and standards in the Register of Residence and Work Permits

Considerably few data in the Register of Residence and Work Permits are coded. The only national or international standards used are the personal identity code, the codes of Estonian administrative units and the codes of foreign countries. Codes of Estonian administrative units are used for presenting the information on the county of residence of an alien in Estonia. The foreign country of residence is coded by alphabetic codes according to the ISO-3166 but complemented by additional codes in order to satisfy specific needs of the register.

Other classifications are specifically prepared for the purpose registers maintained by the Citizenship and Migration Board only. Several classifications and codifications including the type of the application, the ground of application and decision, the ground of withdrawal of the residence permit, etc. are based on the concrete statements of the Aliens Act or Citizen of European Union Act. Other codifications like coding of family members, marital status, etc. are coded by the rules worked out specifically for the registers maintained by the Citizenship and Migration Board or not coded but kept in the form of text only.

Due to the fact that considerably few data are coded or data are coded mostly according to internal rules of the institution, using the data of the register of residence and work permits in combination with the data from other registers will be complicated.

3. Integration of register data for migration statistics

The data used for the administrative purposes may be stored and structured somewhat differently as they are done for statistical purposes. Administrative data are needed for resolving the problems of every concrete person and not the population as a whole. Administrative data may be checked, adjusted or updated at any time when the data are used again. All characteristics used in statistics should be fixed as at the date of the event or the calendar date — depending on what is the phenomenon to be observed and be checked and the accuracy of data ensured with the limited time period before the statistical tables are produced irrespectively of how the data are adjusted and updated by the administrative rules. Because of this for using data of administrative databases for statistical purpose it is reasonable to make extracts of data that will be processed by methods that correspond to the needs of statistics.

The next is a proposal to produce statistical data on migration based by means of integration of the extracts of the Population Register and the Register of Residence and Work Permits, the result of which the migration data will be formed in the statistical database of the population. This database should include data that satisfy the different needs on population data including the data on migration flows, citizenship changes, and the data on the population with foreign origin by the selected demographic characteristics. Accordingly, the data that are more reliable and better in accordance with the international requirements of annual statistics on data on migration and foreigners in Estonia would be available including the demographic and other characteristics related directly or indirectly to the migration ⁴.

The integration of the data from the Population Register and the Register of the Residence and Work Permits is needed because neither of these databases are able to satisfy all the needs of data for migration statistics. Linking the data from these databases may create more complete data. Concretely, the data extracted from the Population Register should be complemented for the following reasons:

- 1) the Population Register does not record the place of residence of all foreigners who have been granted the residence permit and the information about the number of foreigners arriving annually in Estonia is unreliable.
- 2) the data on a foreigner who settles in Estonia are recorded in the Population Register only according to the concrete documents. Some data which are important for statistics and collected in the Register of Residence and Work Permits by other documents or oral information but are not available for statistics as they are not transferred to the Population Register (for example marital status, education, activity status). Some data collected with the application on residence permit are transferred to the Population Register in the form of text that does not enable them to be used for filling the necessary fields of the record in the Population Register and therefore they are not extracted for statistics until the present time.
- 3) a part of the data on an alien will be recorded in the Population Register immediately after granting the residence permit, some data (for example data on the place of residence) are recorded in the register later when the alien notifies the municipality about arriving or will not be recorded if a person does not notify. If the data on the place of residence of a person are missing the migration event cannot be defined. Taking the data on the place of residence of the alien from the register of the Residence Permits in case this information is missing in the Population Register, the migration events can be identified for the preliminary statistics and these may be corrected on the basis of registration of the place of residence if it is done with the delay.
- 4) due to the missing previous place of residence, data on migration events derived from the Population Register include cases when it is difficult to decide if the event is international migration event or the previous place of residence is missing because of some reason (for example deleted because of error). For correct identification of the international migration events data from the Population Register should be matched with the data from the Register of Residence and Work Permits.

In addition, the methods should be worked out for producing statistics on residence permits according to the forthcoming EU regulation.

Since 2004 when the current project was planned the Population Register and the Register of Residence and Work Permits have been significantly elaborated and some of the problems actual at that time are lost their acuteness. The need to match these two data sources is still acute because the data available for statistics by now do not satisfy all the needs of the statistics required by the UN, the EU and national data users.

⁴ The forthcoming EU Regulation on migration statistics states the legal obligation of the Member States to present data with the required variables and ensure the reliability of statistics.

3.1. Data referring to migration events and links between registers

Compared to the chapters 2.3.2. and 2.3.3. where the attention was paid to how the data appear within the administration activities, this chapter will deal with data referring to migration events in the Population Register and which data from the Register of Residence and Work Permits could be useful for statistics. Different from the previous the information is presented hereafter by order of the importance of the data source from the viewpoint of the migration statistics. Consequently the Population Register has been presented as the main source while the Register on Residence and Work Permits is the secondary supplementing the first one according to the needs.

3.1.1. Data on migration events in the Population Register

The migration event is not registered directly in the Population Register but it could be derived when the new place of residence is recorded and compared with the previous one. The same personal notification form is used for registration of the place of residence when a person arrives from abroad, leaves for abroad or moves from one municipality to another within Estonia. The following discussion is therefore largely valid for both internal and international migration data derived for the Population Register.

For statistical purposes the data have been extracted from the electronic database maintained on the registration of population already long before the official beginning of the Population Register in 2000. Its predecessor, the database of population accounts transferred data on in- and out-registration of persons at the place of residence for production of statistics starting from 1994. The contents and principles for selecting data from the Population Register for this purpose differ from those used in the population accounts database. The database of population accounts registered every person two times — when arriving in and when going out to the new place of residence. The Population Register records the place of residence only once — when a person arrives to the new place, the previous place of residence will be automatically deregistered (data transferred to the archive). It is possible to register the migration event after the new place of residence is registered by comparing the new (current) and previous (archive) place of residence. After the person is identified and the time of the change of place of residence is determined, other characteristics of the person will be taken from the Population Register as they are recorded there at the time of the migration event, irrespective of the last time of updating.

Table 4 presents the information on characteristics that are maintained in the Population Register according to the Population Register Act and that are collected by notifications of the place of residence. In addition to these the list of characteristics that are extracted from the register for producing migration statistics is presented. The comparison aims to indicate which characteristics are collected at the time of registration of the place of residence and which have been collected in the register earlier. As shown in the table only the data on the place of residence are updated with the notification on the place of residence while all other variables that are needed for migration statistics are recorded in the Population Register based on other documents at the time when the corresponding events are registered or when the person has presented the information.

The Population Register is continuously updated by the data on births, deaths, marriages and divorce and by the data on personal identity documents and residence permits. Characteristics recorded according to these documents are generally reliable. Even so, the information in the register is not fully in accordance with the reality. First of all it is because the information on events that happened before the establishment of the Population Register in 2000 may be recorded in the register according to different other sources than the original document. In some cases the data are not updated by occurrence of event, for example the marital status is not updated if a person married or divorced abroad, and sometimes when a husband or wife died.

Information on activity status, education, mother tongue and ethnic affiliation collected particularly for the purpose of statistics is updated according to the wish of the person. Recording of these data in the Population Register is not related to the registration of the place of residence⁵. The data on education and activity status presented in the Population Register are therefore often outdated while the data on mother tongue and ethnic nationality do generally not change during the lifetime of a person and therefore are less problematic.

Generally, the data on the place of residence and consequently the information for identifying the migration event arrives to the register by the will of person. The personal data on an alien will be first recorded in the Population Register irrespective of the persons' wish by the transfer of the data between the Citizenship and Migration Board and the responsible authority of the Population Register and as a result the basic data of all aliens will be recorded in the Population Register. A part of these data are not identified as migration because the person has not notified his/her place of residence at the local municipality or notified too late for identifying the event for statistical purposes. If the alien does not have the place of residence registered in the Population Register he/she is not considered among the population and the data are transferred to the archive of the register.

⁵ According to the recent amendment of the Population Register Act (April 2005) the collection of these data will be linked to the registration of the place of residence but presenting these data is voluntary.

Table 4. Comparison of the data in the Population Register and on the notification of the place of residence and data extracted from the Population Register for migration statistics

| Contents of the Population Register according to the Population Register Act | Notification of the place of residence | Extract for migration statistics |
|--|---|--|
| Surname | Surname | Surname |
| First name | First name | First name |
| Personal identification code | Personal identification code | Personal identification code |
| Place of birth | - | Place of birth |
| Citizenship | - | Citizenship |
| Residence permit (type, dates) | - | Residence permit (type, dates) |
| Active place of residence (country, county, municipality, settlement, street, dwelling, apartment) | Address | New place of residence (country, county, municipality, settlement, street, dwelling, apartment) |
| | Next country of residence if a person leaves for abroad | Next country of residence if a person leaves for abroad |
| Marital status | - | Marital status |
| Nationality* | - | Nationality |
| Native language* | - | Native language |
| Education* | - | Education |
| Field of activity* | - | Field of activity |
| Date of arriving in Estonia | - | Date of arriving in Estonia |
| - | - | Last lived in Estonia** |
| - | - | Previous place of residence (country, county, municipality, settlement, street, dwelling, apartment)** |
| Date and country where from arrived to live permanently in Estonia | Previous country of residence if a person arrived from abroad | Previous country of residence if a person arrived from abroad |
| Date of document on the basis of which the change of the place of residence is recorded | Date of the notification of the place of residence | Date of the notification of the place of residence |
| | Date registration of the notification of the place of residence | |
| Date of recording data in the Population Register | Date of recording the data in the Population Register | Date of recording the data in the Population Register |
| Basic document according to which the data were changed in the register | | Basic document according to which the data were changed in the register |

* Until 21 July 2005, the collection of data on these characteristics was not related to any event recorded in the Population Register and were presented by request of a person.

** The information is derived from archive records of the Population Register.

3.1.2. Data on applicant in the Register of Residence and Work Permits

The first data on a foreigner who intends to settle in Estonia are collected when an application form for the residence permit is filled in. Depending on the citizenship of the applicant and the reason of the stay in the country, different personal and other relevant characteristics are collected (see 2.3.2). Except the date of marriage, the information on the application form is entered in the Register of Residence and Work Permits. Some information like the ground of application, the note if the immigration quota will be attributed, the basis of granting the residence permit, the beginning and end of the validity of the residence permit and the note about the applicant's need for work permit are created and stored only by the information system.

According to the Population Register Act the basic data on issuing of residence permits are transferred to the Population Register. If a person applies for the residence permit for the first time in Estonia, the Citizenship and Migration Board transfers the name of person, the date of birth and the place of birth of the person to the Population Register for creation of the personal identity code. When the application for the residence permit has received the positive decision other required data would be transferred to the Population Register. The file with all records of persons who received positive answer during the day is transferred to the Population Register next morning.

Currently the data transferred to the Population Register consist of the the limited list of characteristics on the applicant and the data on issued residence permit. These data allow creating the preliminary personal record in the Population Register where the additional data will be added when the residence permit is granted. Data transferred to the Population Register from the Register of Residence and Work Permits are the following:

First names
Surnames
Sex
Date of birth
Place of birth
Citizenship
Place of residence in Estonia
Number of the decision of issue of the residence permit
Beginning of validity of the residence permit
End of validity of the residence permit
Data on personal document.

In future also the following information will be transferred:

Place of residence in a foreign country
Marital status
Decision on the residence permit
Date of decision on the residence permit
Relationship with the close relative who joins the applicant
Basic information on the close relative who joins the applicant (first and surnames, sex, place and date of birth, citizenship, place of residence in a foreign country).

If the information about close relatives is also transferred to the Population Register together with applicant's data, family relations will be recorded in the Population Register as well.

Table 5. Characteristics collected by the application form (AP) maintained in the residence permit register information system (IS) that could be useful for migration statistics

| Characteristics | Recorded in AP or IS | Source of basic information | Transfer to the PR | Explanations |
|--|----------------------|---|--------------------|--|
| Type of the residence permit application | AP, IS | Personal card in IS | - | Temporary/permanent/ delayed permanent/ delayed temporary/ extension of temporary permit |
| Ground for application | AP, IS | | - | Reference to EU Citizens Act and Alien's Act |
| Legal basis for application | IS | | - | Only for third country nationals |
| Note related to the attribution of immigration quota | IS | | - | Only for third country nationals |
| Personal Code of the applicant | AP, IS | IS or PR | Yes | If no data on person in IS, Personal Code will not be filled in before the decision |
| Name of the applicant | AP, IS | Travel document of citizenship country/ birth certificate of child under 15 if travel document is missing | Yes | If first application, will be transferred for getting the Personal Code |
| Date of birth of the applicant | AP, IS | Travel document of citizenship country/ birth certificate of child under 15 if travel document is missing | Yes | Will be transferred / checked for/with Personal Code |
| Place of birth of the applicant | AP, IS | Travel document of citizenship country/ birth certificate of child under 15 if travel document is missing | Yes | Country if born abroad, municipality when born in Estonia |
| Sex of the applicant | AP, IS | Travel document of citizenship country/ birth certificate of child under 15 if travel document is missing | Yes | Will be transferred / checked for/with Personal Code |
| Citizenship of the applicant | AP, IS | Travel document of citizenship country/ birth certificate of child under 15 if travel document is missing | Yes | |
| Previous citizenship of the applicant | AP, IS | By applicant's words | - | Only third country nationals |
| Place of residence of the applicant in Estonia | AP, IS | By applicant's words | Yes | Street, No of dwelling, No of apartment, town/ village; municipality, county |
| Place of residence of the applicant in foreign country | AP, IS | By applicant's words | Yes * | Street, No of dwelling, No of apartment, town/ village, municipality, county, country |
| Marital status of the applicant | AP, IS | By applicant's words/ document if for settling in to spouse | Yes * | |

| Characteristics | Recorded in AP or IS | Source of basic information | Transfer to the PR | Explanations |
|--|----------------------|---|--------------------|--|
| Date of marriage | AP | By applicant's words/ document if for settling in to spouse | - | Only third country nationals if a person applies for permanent residence permit to a spouse |
| Education of the applicant | AP, IS | By applicant's words | - | Only third country nationals |
| Profession or occupation of the applicant | AP, IS | By applicant's words | - | Only third country nationals |
| Occupation of the applicant | AP, IS | By applicant's words | - | Applications related to work |
| Economic activity of the employer | AP, IS | By applicant's words | - | Applications related to work |
| Type of educational institution | AP, IS | Certificate issued by educational institution | - | Applications related to studies |
| Relationship of close relative with the applicant | AP, IS | By applicant's words | Yes * | |
| Name of close relative of the applicant | AP, IS | By applicant's words | Yes * | |
| Personal Code of close relative of the applicant | AP, IS | By applicant's words | Yes * | |
| Date of birth of close relative of applicant | AP, IS | By applicant's words | Yes * | Will be checked with Personal Identity Code |
| Place of birth of close relative of the applicant | AP, IS | By applicant's words | Yes * | |
| Sex of close relative of the applicant | AP, IS | By applicant's words | Yes * | Will be checked with Personal Identity Code |
| Citizenship of close relative of the applicant | AP, IS | By applicant's words | Yes * | |
| Place of residence of close relative of the applicant in foreign country | | By applicant's words | Yes * | Street, No of dwelling, No of apartment, town / village, municipality, county, country. Only third country nationals |
| Decision on the residence permit | AP, IS | Migration officer | Yes * | Granted, not granted, invalid |
| Basis for granting /extension of the residence permit | IS | Migration officer | - | Legal basis for positive decision, must be the same with the ground for application |
| Date of decision | AP, IS | Migration officer | Yes * | Default date is the current day |
| Beginning of validity of the residence permit | IS | Migration officer | Yes | If the decision is positive. Default date is the current day |
| End of validity of the residence permit | IS | Migration officer | Yes | If the decision is positive |
| Date of decision of invalidity of the residence permit | AP, IS | Migration officer | Yes * | If the decision is considered invalid. Default date is the current day |
| Basis of decision of invalidity of the residence permit | AP, IS | Migration officer | - | Legal basis |
| Invalidity of the residence permit | AP, IS | Migration officer | Yes | Status will be changed in IS automatically |
| Note about applicant's need for work permit | IS | IS | - | Information about the need of the work permit |

* The data are planned to transfer to the Population Register in the future.

3.2. Compiling the list of variables

As confirmed early in this paper by the overview on existing data sources there are two administrative data collection systems which may be used for collecting migration data — the Population Register and the Register of Residence and Work Permits.

Considering the principles of collecting data in the Population Register these data are the most suitable for identifying the international migration events — recording the new place of residence in the register of a person whose previous place of residence was abroad or whose new place of residence will be abroad is considered as international migration event. Data on the place of residence are recorded in the Population Register when a person notifies this at the municipality (or at consulate), and this confirms that a person has arrived. On the contrary, the issue of residence permit is only the legal precondition for settling at the place of residence while the person may decide not to use this residence permit. At the same time information in the Population Register may be less reliable as the registration system is weak and there is no stimulus for registration of the place of residence. According to recently valid rules the alien needed the place of residence registered in the Population

Register mainly for the extension of the residence permit and consequently the registration could take place several years after the actual move.

The Population Register and the Register of Residence and Work Permits include partly the same information on an alien while another part is recorded in one only. The integrated data should consist of variables from both registers so that every person exists only once in the new statistical database and data received from both registers relate to the same person. Therefore the individual records of personal data must be used with personal identity code.

Both registers include much more information than is needed for statistics. Only variables related to the migration event and personal characteristics are needed for producing statistics. Next sections present the contents of data that should be extracted from both data sources for this purpose.

3.2.1. Variables for migration flows statistics

The proposed contents of extracts of both registers should satisfy all needs on data for migration statistics. These should cover the migration events, granting residence permits and change of Estonian citizenship. The main part of data are based on the Population Register while the data from the Register of Residence and Work Permits complement extraction from the Population Register with some variables only.

The extract from the Population Register should include the data on persons who during the observed period (currently the month, but in the future every day):

- registered their place of residence while their previous place of residence was abroad or the previous place of residence was missing in the register;
- registered their new place of residence abroad or their record was transferred to archive after the residence permit expired;
- citizenship country was changed in the Population Register;
- were granted residence permit;
- whose residence permit expired during the year of observation.

The extract should include the following characteristics recorded in the Population Register:

- Place of recording the information (municipality/consulate)
- Type of movement
- Date of movement
- Name and code of the record
- Date of record
- Code of document on the basis of which the record was done
- Date of issuing of the document
- Institution of issuing of the document
- Personal identity code
- Family names
- First names
- Place of birth (name and code of country, name and code of county, name and code of municipality, name and code of settlement)
- Data on new place of residence (name and code of country, name and code of county, name and code of municipality, name and code of settlement, name and code of street, number of dwelling, number of apartment)
- Citizenship
- Date of the recording the current citizenship
- Previous citizenship
- Marital status
- Code of ethnic nationality
- Code of mother tongue
- Code of education
- Code of activity status
- Sign about presenting statistical data
- Date of the notification of statistical data
- Data of arrival in Estonia
- Date of departure from Estonia
- Previous place of residence (name and code of country, name and code of county, name and code of municipality, name and code of settlement, name and code of street, number of dwelling, number of apartment)
- Date of the previous move (recording of previous place of residence)
- Last place of residence transferred into archive file (name and code of country, name and code of county, name and code of municipality, name and code of settlement, name and code of street, number of dwelling, number of apartment)
- Date of transfer into archive the last place of residence

- Type of residence permit
- Date of the beginning of the residence permit
- Date of the expiration/invalidity of the residence permit
- Type of work permit
- Date of the beginning of the work permit
- Date of the expiration/invalidity of the work permit

The extract of the Register of Residence and Work Permits should cover the aliens who during the observation period:

- were granted temporary residence permit;
- were granted extension of the temporary residence permit;
- were granted permanent residence permit.

The extract should include the following characteristics recorded in the Register of Residence and Work Permits:

- Estonian personal identity code
- Place of birth
- Citizenship
- Education
- Marital status
- Profession or occupation
- Data on place of residence in Estonia
- Data on place of residence in a foreign country
- Type of residence permit
- The basis of issue or extension of the residence permit
- Date of the beginning of the residence permit
- Date of the expiration/invalidity of the residence permit
- Type of work permit
- Date of the beginning of the work permit
- Date of the expiration/invalidity of the work permit

3.2.2. Variables for the statistics on immigrant population

Data are needed for producing statistics on the distribution of the population by citizenship country and by the country of birth at the beginning of every year.

The extract of the Population Register should include records of all persons whose record is active (the place of residence is or is supposed to be in Estonia) at the beginning of the year. It is important that the extract will include also the persons who are granted the residence permit but who have not yet registered their place of residence at the local municipality. Therefore, in the case when the place of residence of an alien is not recorded in the Population Register, it should be decided if a person is considered a member of the population or not. According to the rules of registration of aliens the person has to inform the municipality about his/her arrival at the place of residence within 30 days and therefore a special attention should be paid to those who do not have the place of residence longer than one month after the issue of the residence permit. This is the case when the extract of the Register of Residence and Work Permits are not needed as the related data are already transferred to the Population Register.

Extract of the Population Register should include the following characteristics:

- Personal identity code
- Place of birth
- Citizenship
- Mother tongue
- Marital status
- Education
- Activity status
- Place of birth (name and code of country, name and code of county, name and code of municipality, name and code of settlement, name and code of street, number of dwelling, number of apartment)
- Date of recording of the place of residence
- Type of residence permit
- Date of the beginning of the residence permit
- Date of the expiration/invalidity of the residence permit

Compared to the data currently extracted from the Population Register the extract should be complemented mainly with the four last variables — the date of recording of the place of residence, the type of residence permit, the date of the beginning and expiration of the residence permit. Using the information about the type and the date of the beginning and expiration of

the residence permit it will be possible to determine the number of aliens having currently valid residence permits at the beginning of the year.

3.2.3. Statistics on residence permits

Statistics on residence permits as it is required by the forthcoming regulation on migration statistics are neither directly related to migration flows statistics nor to the statistics on the population with the foreign origin. Except one category of population defined by the Council Directive 2003/109/EC as long-term residents, the statistics on residence permits may be produced on the basis of the data from the Register of Residence Permits. The mentioned category of persons should live in the country for the period of 5 year while the other statistics on residence permits refer to the issue of permits and not to persons living in the country.

The Citizenship and Migration Board produces the statistics on residence permits. When the needed amendments will be done in the respective software the required data will be in compliance with the requirements of the EU regulation on migration statistics.

The alternative way to produce residence permit statistics is by using the information recorded in the Population Register on residence permits. However, in this case the data transferred from the Register of Residence and Work Permits should also include the information on the ground of application/issue of residence permit. This information is not included in the variables planned to add in the list of variables to be transferred to the Population Register (see Table 5). In addition, if the residence permits data will be produced on the basis of the Population Register, the archive information about the previous residence permits will be needed in order to distinguish the first residence permits from the next ones. Working hours needed for this may be more numerous compared to those when producing these statistics directly from the Register of Residence and Work Permits. Therefore it may be reasonable to base the residence permit statistics on the Register of Residence and Work Permits and not on the Population Register data. Detailed data on asylum should be prepared by the Citizenship and Migration Board and supplied to the Statistical Office by the mean of tables with concerning explanations.

3.2.4. Compilation of integrated data

On the basis of the extracts of data from the Population Register and the Register of Residence and Work Permits databases will be formed for statistical purposes. Compilation of the statistical database includes comparing the data from both sources based on personal identity code and the decision will be made if the discrepancies will be found between data. The software will mainly do this work, however for non-coded information (for example place of birth, country of citizenship and data on the address of person in the Register of Residence and Work Permits) the visual checking and analysis is needed.

According to the result of the above mentioned comparing and analysis the following data on the alien in the Population Register may be needed to complement the respective data form in the Register of Residence and Work Permits:

- Education
- Marital status
- Profession or occupation
- Data on the place of residence (address)
- Place of birth
- Citizenship
- Basis of issue or extension of the residence permit.

Currently only records of persons are extracted from the Population Register if a notification of the place of residence is recorded. For integrated data also the registration of the issue of the residence permit and the issue of Estonian passport or identity card should be extracted.

3.3. Problems and proposals for development

3.3.1. Evaluation of data reliability

In order to produce reliable statistics on foreigners and migration events the basic data should be carefully checked on the coverage of observed objects and on the correctness of recorded information. First of all the Population Register data should be matched with the census records. Due to the fact that the census was already five years ago, it is not possible to compare the census and register records without taking into consideration the events that were registered in the Population Register after the census date. On the other hand, because of the extensive development of the Population Register during years after the census it is not reasonable to extract and use the Population Register data at the moment of census. All aliens having been

granted residence permits are presented for the Population Register. Still, as the place of residence may be registered later than the information on residence permit is recorded, the coverage and timing in the registration of place of residence of aliens is needed. As the official beginning of the Population Register is dated later than the census moment, additional discussion is needed if and in which cases it is reasonable to include in the process of this analysis the data on residence permits and on acquisition of citizenship.

The following analysis is necessary as the precondition for the implementing the Population Register data for migration statistics (but also for population number):

1. Data to be compared:

- the extract with selected variables of persons from the 2000 census file
- the extract with selected variables of persons from the Population Register
- the extract with selected variables of persons from the Register of Residence and Work Permits

The purpose and method of analysis: to check the coverage of the Population Register for total population, and including foreign citizens. The list of persons in the Population Register will be matched with the enumeration list by using the personal identity code. In case of discrepancy additional checks will be performed by using additional information like name, sex, date of birth and place of birth, etc. The information on births, deaths and registration of the place of residence will be used as well but not internal movements within the country. In addition the list of aliens in the Population Register will be checked with the list of persons who have been granted the residence permit after 31 March 2000 (the census date).

2. Data to be compared:

- the extract with selected variables of persons from the Population Register
- the extract with selected variables of persons from the database of identity documents issued by the Citizenship and Migration Board.

The purpose and method of analysis: to check the coverage of the Population Register for the total population by citizenship, and including Estonian citizens and “Estonian aliens” (non-determined citizenship, having Estonian Aliens passport). The personal identity code will be used for matching the data. In case of discrepancy additional checks will be performed by using additional information like name, sex and date of birth.

3. Data to be compared:

- the extract with selected variables of persons from the 2000 census file
- the extract with selected variables of persons from the Population Register
- the records of the statistical file on changes of the place of residence (based on extracts of the Population Register starting from 1 April 2000)

The purpose and method of analysis: to check the concurrence of the (actual) place of residence recorded by the census and *de jure* place of residence by the Population Register on municipality level (does not include checking of coverage). The personal identity code will be used for matching the data. Using information like name, sex and date of birth may give the possibility to do additional checks. Only the place of residence of persons who appear in both extracts will be checked. Consultations with some municipalities may be useful.

3.3.2. Harmonized definitions

3.3.2.1. Determination of population and definition of the place of residence

The place of residence is the basic variable for determination of the population. It is impossible to decide if the person belongs to the observed population or not without knowing if his/her place of residence is on that territory. The number of the population depends directly on the definition of the place of residence, and particularly important is the influence of the definition used for determination of the place of residence when counting persons who arrive in or leave the country. Different definitions may result in the significant discrepancy of the number of the total population. Similarly, by its nature the migration event is related to the definition of the place of residence.

Concepts and definitions used in the Population Register and in the Register of Residence and Work Permits come from the legislation that is the basis for creation of these registers. The purpose of the above mentioned registers is different and therefore the concepts and definitions are not often the same. Harmonised definitions and concepts must be used for producing statistics. If the basic data are derived from the different sources the harmonisation should be done at the very first steps of data collection — on the level of personal records.

Legal acts of Estonia provide different possibilities to determine the place of residence of a person and accordingly to count the persons among the population.

The general concept of the place of residence is defined in the General Part of the Civil Code Act. The place of residence defined there is the place where a person lives permanently or mainly. However, this act does not provide any criteria to be used for defining “living permanently or mainly”.

The Aliens Act defines a permanent resident as an Estonian citizen residing in Estonia or an alien residing in Estonia who holds a permanent residence permit. An alien may be granted permanent residence permit if he/she has lived in Estonia on the

basis of a temporary residence permit for at least 3 years within the last 5 years. According to the same act permanent residence in Estonia is deemed to mean that an Estonian citizen or an alien who holds a residence permit in Estonia stays in Estonia for at least 183 days a year. It is obvious that these two definitions even if they come from the same law are not harmonised as they allow to define the group of people who are permanent residents of Estonia but do not have the permanent residence in Estonia.

According to the Aliens Act and the Population Register Act an alien who has been granted the residence permit must inform the municipality for the registration the place of residence in the Population Register. The type and the length of the residence permit are not limited by these acts. Considering that (as a rule) an alien must have a residence permit when intending to stay for more than 90 days in Estonia, each of these aliens may be included in the population.

For nationals there are no special conditions stated by the Population Register Act for identifying the place, which should be registered as the place of residence. Accordingly, an Estonian citizen may register the place of residence in the country or abroad whatever the duration of stay there. Also, the recent amendment of the Act of April 2005 does not state the length of stay for the registration of the place of residence.

When implementing in the Population Register the definition of the place of residence given by the General Part of the Civil Code Act and the time limits for permanent residence given by Aliens Act, any person who stays in Estonia for at least 183 days a year should be included in the population, but only those aliens who hold permanent residence permit. Thus, all aliens holding temporary residence permit will be excluded irrespective of what is the length of the duration of the validity of the residence permit. "Living mainly" is neither defined nor limited in time, thus it remains unclear in which case a person could be considered as having a place of residence in Estonia and accordingly, being included in the total population.

Definitions of the place of residence and the population used for producing statistics in Estonia follow as much as possible the international recommendations, but some differences exist throughout the time and depending on the data sources. The 1989 Census defined the permanent residence as the place where a person lived at the time of the census or intended to live at least 6 months, while the 2000 Census implemented the internationally recommended definition with a 1-year time criterion. This definition is not possible to use for the statistics on vital and migration events. According to the rules for registration of vital events the place of residence recorded in the Population Register is considered as the place of residence of a person. Therefore, for all events the place of residence is *de jure* place of residence.

Migration statistics should follow the concepts and definitions recommended by "UN Recommendations on International Migration Statistics". According to UN recommendations the administrative data are the most important sources for migration statistics. However, the concepts used in statistics have usually no sense from the viewpoint of the administrative registration. The possibility to implement the definitions close to those proposed by UN recommendations needs careful investigation of the administrative data sources. The population consists of persons who are living (have the place of residence) in the territory. If the person did not move out or in the country there is no question if to count or not the person among the population. The difficulties are related to the persons who were previously in the country and are out at the time of observation or opposite. Then there should be an agreement on which conditions a person is considered as living in the country. UN recommends defining the country of usual residence as the country in which a person lives, that is, the country in which he/she has a place to live where he/she normally spends the daily period of rest. Temporary travel abroad for purposes of recreation, holiday, visits to friends and relatives, business, medical treatment or religious pilgrimage does not change a person's country of usual residence. When enumerating persons living in the country, UN recommends to distinguish persons who are out of country for more than 12 months and not to consider them among usual population. Also for purpose of migration statistics it is recommended to define long-term migrants on the basis of time limit for 1 year.

Based on this knowledge it is clear that compared to the data in the Population Register the 2000 Census data are more appropriate for describing the total population of Estonia because definitions are more close to the international definitions and the same rules have been applied to the citizens and to the aliens living in the country while the Population Register implements the different rules for the registration. On the basis of the Population Register it is possible to define *de jure* population, which may be defined as Estonian citizens or aliens possessing residence permit in Estonia, who have the place of residence in Estonia registered in the Population Register. For being closer to the UN recommended definition, the aliens should be excluded if the first residence permit or several consequent permits are issued for shorter term than 1 year.

3.3.2.2. Determination of the immigrated population

Concepts like migrant, foreigner, population with foreign origin are not always easy to define and are sometimes differently treated by authorities dealing with this group of population even if the aim is generally the same — to distinguish natives from those who have immigrated from other territories.

The country of birth and citizenship are the most used characteristics for distinguishing native population from those who have immigrated. Depending on historical background also ethnic group and language may give the identification about the origin of person.

In Estonia an alien is defined according to the Aliens Act — an alien is a person who is not an Estonian citizen. It means that all citizens of foreign countries as well as those inhabitants of Estonia who have not determined their citizenship are

considered as aliens. Citizenship indicates the legal affiliation of the person and the relationship with the state that may change. Therefore, it is not the best characteristic for determining the foreign population, but still widely used in statistics mostly because these data are usually available.

Another characteristic for defining the population originating which was the country of usual residence of mother at the time of birth of the given person. Even if the place of birth cannot change during the life the determination of the country of birth by this definition is not always easy. It concerns the cases when the state borders have been changed. Moreover, often not the usual place of residence of mother but the place of actual birth is recorded officially as the place of birth of a person. In Estonia, when the newborn child is registered, the place of birth is determined on the basis of actual place of birth. Rules have been different in past and accordingly this variable may include different information.

International recommendations do not give specific conditions for defining the ethnic group. Mother tongue is defined as the first language that the person spoke in his/her childhood. Only a person him/herself may decide his/her ethnic affiliation and mother tongue. In Estonia the data used in statistics on ethnic affiliation and mother tongue are based on the information given by a person and the latter is voluntary.

Both foreigners and nationals are concerned in the migration. Because of this migration events and migrants should be defined irrespective of the country of citizenship. In order to ensure the international comparability of migration data and harmonisation with the census and tourism statistics the UN recommends to make distinction between those persons who stay in the country or out of the country for at least one year and those who stay less. Accordingly, a long-term migrant is a person who moves to a country other than his/her usual residence for a period of at least a year (12 months), so that the country of destination effectively becomes his/her new country of usual residence. From perspective of the country of departure, the person will be a long-term emigrant and from that of country of arrival, the person will be a long-term immigrant. A short-term migrant is a person who moves to a country other than his/her usual residence for a period of at least three months but less than a year (12 months) except for cases where the movement to that country is for purpose of recreation, holiday, visits to friends or relatives, business, medical treatment or religious pilgrimage. For purposes of international migration statistics, the country of usual residence of short-term migrants is considered to be the country of destination during the period spent in it.

As seen in the previous chapter, when using the Population Register data this time criterion is possible to use only in the case of aliens, as the duration of validity of the residence permit may be used for distinguishing long-term migrants from short-term migrants. There is no possibility to distinguish nationals who move for longer than 12 months from those who move for a shorter period. Still, it is not correct to consider only those aliens who hold the residence permit for longer than 12 months — several residence permits may also allow staying for longer than this minimum period. Thus, additional efforts are needed in order to count all the aliens who have been granted the right to stay for more than 12 months on the basis of several short term residence permits.

In this way it is possible to give preliminary estimates on the number aliens arriving for long-term stay while the nationals arriving should all be considered among long-term migrants. More correct statistics on the observed period may be compiled one year later considering the actual duration of stay in or out of the country within which the person has been registered in the Population Register after arrival from abroad or when left for abroad. In the latter case the positive side is that nationals and foreigners will be treated similarly, but the quality of these statistics depends strongly on the correctness of the registration of the emigrations.

Conclusion

The project on the methodology of international migration statistics started with the planning of activities already 1.5 years ago and the collection of information and the systematic analysis of the related documents began one year ago. During this time the observed administrative systems have been developing continuously and significant changes have been occurred or planned in the registration of population and the exchange of data between institutions, including data transfer to statistical production. Therefore, at the end of the project some serious problems that have been actual during the first stages of the project are less significant today or have lost their importance. The important changes in the legislation that have been adopted very recently, in mid April 2005, are also considered as they will have important influence in the future statistics on international migration. However, due to the limit of time deeper analyses of the consequence of these changes on the data were impossible.

Several contacts and discussions have taken place with the authorities responsible on the registration of aliens and nationals, and maintaining the respective registers. Some problems discussed during the meetings and other discussions have been operatively solved or are planned to be solved. At the same time it should be mentioned that the cooperation between the authorities in charge of the registration of population and other procedures related to the population and the Statistical Office is continuous since the beginning of the 1990s and the improvement of data collection has been the topic continuously discussed among specialists of these authorities.

For example, the need to change the Population Register Act concerning the rules of the registration of the place of residence has been pointed out by the Statistical Office starting from the year 2000 when the act entered into force. The Amendment Act to the Population Register Act adopted on 20 April 2005 (but not yet published at the end of the current project) following the recommendations made by the Statistical Office states the obligation and the time limit for the registration of the new place of residence. It is clear that statistical need is not the only factor for this important change in the population registration system. The need on the precise information on persons and the population as a whole for the administrative purposes is the main reason for these developments.

The current document, compiled as a result of the project on methodology of the international migration statistics in Estonia, is the first one that describes the full registration process of aliens and nationals arriving in Estonia for having the place of residence here and the possibilities to collect data on these persons from different sources, and analyses the feasibility of producing the international migration statistics on the basis of these data. It also reflects the coverage and reliability problems of data. The document was compiled by the project team consisting of specialists in the field of the related statistics — population, migration and legal entry and stay of aliens, and was validated by three experts representing the academic research as the user of statistics and the registration of the population and maintaining the Population Register as the data supplier.

Despite the difficulties in analysing the continuously changing system, the results of the project have to be considered very useful both for statistical data producers and for the data suppliers for statistics — the authorities in charge of organizing the registration of population, including the aliens and other migrants. It pointed out that deeper discussion is needed about the possibilities for developing the population registration system in order to have more reliable information both on every person arriving or leaving Estonia and the Estonian population as a whole.

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